

CREDIT OPINION

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Lexington (Town of) MA

Update to credit analysis

Summary

Lexington (Aaa stable) benefits from a large and wealthy tax base that is expected to continue to grow over the near term given its location to Boston (Aaa stable) and attractiveness to both residential and biotech and pharmaceutical sectors. The town's financial position is healthy with strong reserves and liquidity supported by conservative fiscal management. The debt burden is slightly above average given an uptick in debt issuance primarily for a new school. The debt burden is mitigated by strong voter support for debt exclusions to the tax levy limit. The town's unfunded pension and OPEB liabilities are manageable with a strong commitment toward funding the liabilities over the long-term.

Credit strengths

- » Large and wealthy tax base
- » Healthy reserves and liquidity with strong fiscal management
- » History of voter support for debt exclusions to the tax levy limit

Credit challenges

- » Large capital projects anticipated over the long-term
- » Revenue constraints under the Proposition 2 ½ tax levy limit

Rating outlook

The stable outlook reflects the very strong tax base that is expected to continue to experience at least modest growth over the outlook period given a strong housing market and biotech industry presence. The outlook also considers the town's strong fiscal management that is committed to maintaining healthy reserves while continuing to fund pension and OPEB liabilities.

Factors that could lead to an upgrade

» Not applicable

Factors that could lead to a downgrade

- » Material decline in reserves and liquidity
- » Significant increase in the debt burden
- » Material decline in the tax base and economy

Key indicators

Exhibit 1
Lexington (Town of) MA

| | 2016 | 2017 | 2018 | 2019 | 2020 |
|---|-------------|--------------|--------------|--------------|--------------|
| Economy/Tax Base | | , | | | |
| Total Full Value (\$000) | \$9,270,432 | \$10,863,785 | \$10,863,785 | \$12,008,479 | \$12,008,479 |
| Population | 32,936 | 33,339 | 33,480 | 33,340 | 33,340 |
| Full Value Per Capita | \$281,468 | \$325,858 | \$324,486 | \$360,182 | \$360,182 |
| Median Family Income (% of US Median) | 267.7% | 274.0% | 279.3% | 285.0% | 285.0% |
| Finances | | | | | |
| Operating Revenue (\$000) | \$188,074 | \$219,796 | \$220,945 | \$233,238 | \$243,508 |
| Fund Balance (\$000) | \$64,097 | \$71,792 | \$76,715 | \$77,460 | \$81,087 |
| Cash Balance (\$000) | \$69,007 | \$75,300 | \$94,291 | \$90,093 | \$97,857 |
| Fund Balance as a % of Revenues | 34.1% | 32.7% | 34.7% | 33.2% | 33.3% |
| Cash Balance as a % of Revenues | 36.7% | 34.3% | 42.7% | 38.6% | 40.2% |
| Debt/Pensions | | | | | |
| Net Direct Debt (\$000) | \$123,874 | \$182,584 | \$192,033 | \$218,476 | \$223,768 |
| 3-Year Average of Moody's ANPL (\$000) | \$98,651 | \$101,656 | \$101,592 | \$106,249 | \$123,589 |
| Net Direct Debt / Full Value (%) | 1.3% | 1.7% | 1.8% | 1.8% | 1.9% |
| Net Direct Debt / Operating Revenues (x) | 0.7x | 0.8x | 0.9x | 0.9x | 0.9x |
| Moody's - ANPL (3-yr average) to Full Value (%) | 1.1% | 0.9% | 0.9% | 0.9% | 1.0% |
| Moody's - ANPL (3-yr average) to Revenues (x) | 0.5x | 0.5x | 0.5x | 0.5x | 0.5x |

As of June 30 fiscal year-end

Sources: US Census Bureau, Lexington (Town of) MA's financial statements and Moody's Investors Service

Profile

Located in Middlesex County the Town of Lexington is a wealthy suburb 11 miles northwest of the City of Boston. The town had a population of 33,340 as of the 2019 American Community Survey.

Detailed credit considerations

Economy and tax base: growth expected to continue given large biotech presence anchored by a strong housing sector

Lexington's sizeable \$13.5 billion tax base (2021-22 equalized value) is expected to continue to grow over the near term given its strong residential market and ongoing demand for commercial and industrial space, primarily related to life science and biotechnical industries. The most recent equalized value increased by 12.2% since the two-year certification in 2019. Additionally, the 2022 assessed value increased by 8.4% bringing the five year annual growth rate to 5.7%. The town's economic development plans remain strong and focused on rezoning initiatives for higher density areas and to continue to focus on providing laboratory and manufacturing space to support life science, biotech and pharmaceutical industries. The top 10 taxpayers represent only 8% of 2022 assessed value with the top taxpayer, Takeda Pharmaceutical Company Limited (Baa2 positive), representing only 1.7%. Takeda is also a top employer and is currently expanding its footprint in town.

The town has strong wealth and income with a median family income equal to 285% of the US median and a \$404,055 equalized value per capita. The unemployment rate of 3.4% (November 2021) has recovered from the pandemic and is likely to continue to trend below the commonwealth's 4.8% and US's 3.9%.

Financial operations and reserves: stability with healthy reserves expected to continue because of strong fiscal management

The town's financial position is expected to remain healthy over the next few years given conservative budgeting and stable primary revenue sources that have mitigated the impacts of the coronavirus pandemic on the town's smaller more economically sensitive

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revenue. Fiscal 2020 audited financials reflect a general fund surplus that increased available general fund reserves to \$\$81.1 million representing a healthy 32.8% of revenue. The strong reserves are expected to be maintained over the near term.

Fiscal 2021 year-end results on a budgetary basis indicate another surplus in the general fund including a \$2 million positive variance in revenue because of strong building permits and tax collections. The surplus also reflects almost \$10 million in expenses under budget.

The fiscal 2022 budget increased by 7% over the prior year given limited budget growth in 2021 related to pandemic concerns. The budget drivers include education and capital funding. The budget is balanced with a 4% tax levy increase and limited use of reserves, around \$1.5 million. Operations to date are on target with no material variation.

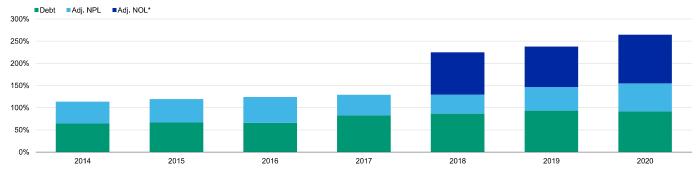
Liquidity

Cash and equivalents at the end of fiscal 2020 totaled \$97.9 million representing a very strong 39.6% of revenue. The liquidity position is not likely to have significantly changed at the end of fiscal 2021.

Debt and long-term liabilities: capital plans and funding schedule for pension and OPEB will continue to be a budget driver but remain manageable

Lexington's debt burden and unfunded long-term liabilities are well managed but will be a long-term budget driver given capital plans and the pension and OPEB funding schedule (see Exhibit 2). The town's direct debt burden of \$211.6 million represents an above-average 1.6% of equalized value and 0.9 times general fund revenue. Most of the town's debt service is excluded from the tax levy limit which provides more flexibility for operating costs. Future debt issuance is likely to include a police station project with a cost of over \$30 million with a debt exclusion vote anticipated in spring of 2022. The town is also beginning to review options for a new high school which is at least five years out from construction but would be a significant project.

Exhibit 2
Lexington's leverage is average and is expected to be driven by the debt burden and OPEB liability over the long-term
Leverage as a % of revenue



Adj. NOL not available pre-GASB 75
Source: Moody's Investors Service and Lexington's audited financial statements

Legal security

The bonds are backed by the town's full faith and credit general obligation limited tax pledge as not all debt service has been voted by the town as excluded from the tax levy limit of Proposition 2 ½.

Debt structure

All of the town's debt is fixed rate with 60% of principal repaid in 10 years. Fiscal 2020 debt service was \$24 million representing 9.9% of general fund expenses.

Debt-related derivatives

Lexington has no debt-related derivatives.

Pensions and OPEB

Lexington's pension and OPEB liabilities on a reported basis are smaller than the debt burden and, though manageable at this time, represent a potential future credit challenge. The town participates in the Lexington Retirement System, a single-employer defined benefit plan and makes annual required contributions based on at least its proportional share. In the first half of fiscal 2022 the town

pushed the funding date by five years to 2030 from 2025 and lowered the discount rate to 7.25% from 7.5% helping to maintain contribution increased to no more than 10% per year. The town's teachers participate in the Massachusetts Teachers Retirement System in which the town receives on-behalf payments toward the liability that is covered by the Commonwealth. The town also funds its OPEB liability on a pay-go basis plus annual budgeted deposits into an OPEB trust. The table below summarizes the town's 2020 debt, pension and OPEB unfunded liabilities and contributions.

Exhibit 3
Lexington's fiscal 2020 debt, pension and OPEB unfunded liabilities and contributions

| | \$\$\$ | % of Operating | |
|--|---------|----------------|---------------|
| 2020 | (000) | Revenues | Discount Rate |
| Operating Revenue | 243,508 | n/a | n/a |
| Reported Unfunded Pension Liability | 33,407 | 14% | 7.50% |
| Moody's Adjusted Net Pension Liability | 153,590 | 63% | 3.22% |
| Reported Net OPEB Liability | 127,365 | 52% | 7.50% |
| Moody's Adjusted Net OPEB Liability | 266,565 | 109% | 2.70% |
| Net Direct Debt | 223,768 | 92% | n/a |
| Debt & unfunded retirement benefits (Moody's adjusted) | 643,923 | 264.44% | |
| Pension Contribution | 6,253 | 2.57% | n/a |
| OPEB Contribution | 8,427 | 3.46% | n/a |
| Debt Service | 23,998 | 9.86% | n/a |
| Total Fixed Costs | 38,678 | 15.88% | n/a |
| Tread Water Gap | n/a | n/a | n/a |
| Moody's Adjusted Fixed Costs | n/a | n/a | n/a |
| | | | |

Fiscal 2020 tread water data no yet available

Source: Moody's Investors Service and Lexington's audited financial statements

The town's annual pension contributions over the past five years (2015-2019, 2020 not yet available) have been strong with annual payments over 250% of the tread water indicator which is the amount required to keep the unfunded liability from increasing if all actuarial assumptions are realized. Failure to realize the assumed return on pension assets could result in larger required increases to meet the funding schedule. Additionally, the town makes aggressive annual contributions toward its OPEB liability which has an above average fiduciary net position of 13% of the total OPEB liability. Fixed costs are expected to remain manageable and under 20% of revenue over the next few years.

ESG considerations

Environmental

Environmental risks are not material for the town at this time. Lexington has completed a municipal vulnerability preparedness program administered by the state and is incorporating climate mitigation efforts into its capital planning. Currently those capital plans focus on water, sewer and stormwater improvements. Moody's ESG Solutions assesses the town's climate risks based on county level data as having a high risk for hurricanes, medium risk for water stress, extreme rainfall and sea level rise, and low risk for heat stress.

Social

Social risks are factored into the economy and tax base factors and discussed above.

Governance

The town maintains strong fiscal management with formal policies, multi-year budget planning and five-year capital improvement plan.

Massachusetts cities have an institutional framework score ¹ of "Aa", which is strong. The sector's major revenue source of property taxes, are subject to the Proposition 2 1/2 tax levy cap which can be overridden with voter approval only. However, the cap of 2.5% still allows for moderate revenue-raising ability. Expenditures primarily consist of personnel costs, as well as education costs for cities that manage school operations, and are highly predictable given state-mandated school spending guidelines and employee contracts. Unpredictable revenue fluctuations tend to be minor, or under 5% annually. Across the sector, fixed costs are generally less than 25% of expenditures. Fixed costs are driven mainly by debt service and pension costs. Unpredictable expenditure fluctuations tend to be minor, under 5% annually.

Rating methodology and scorecard factors

The US Local Government General Obligation Debt methodology includes a scorecard, a tool providing a composite score of a local government's credit profile based on the weighted factors we consider most important, universal and measurable, as well as possible notching factors dependent on individual credit strengths and weaknesses. Its purpose is not to determine the final rating, but rather to provide a standard platform from which to analyze and compare local government credits.

Exhibit 4
Lexington (Town of) MA

| Scorecard Factors and Subfactors | Measure | Score |
|--|-----------------------------|-------|
| Economy/Tax Base (30%) [1] | | |
| Tax Base Size: Full Value (in 000s) | \$13,471,182 | Aaa |
| Full Value Per Capita | \$404,055 | Aaa |
| Median Family Income (% of US Median) | 285.0% | Aaa |
| Finances (30%) | | |
| Fund Balance as a % of Revenues | 33.3% | Aaa |
| 5-Year Dollar Change in Fund Balance as % of Revenues | 11.3% | Aa |
| Cash Balance as a % of Revenues | 40.2% | Aaa |
| 5-Year Dollar Change in Cash Balance as % of Revenues | 15.6% | Aa |
| Management (20%) | | |
| Institutional Framework | Aa | Aa |
| Operating History: 5-Year Average of Operating Revenues / Operating Expenditures (x) | 1.0x | Aa |
| Notching Adjustments: ^[2] | | |
| Unusually Strong or Weak Budgetary Management and Planning | | Up |
| Debt and Pensions (20%) | | |
| Net Direct Debt / Full Value (%) | 1.6% | Aa |
| Net Direct Debt / Operating Revenues (x) | 0.9x | Α |
| 3-Year Average of Moody's Adjusted Net Pension Liability / Full Value (%) | 0.9% | Aa |
| 3-Year Average of Moody's Adjusted Net Pension Liability / Operating Revenues (x) | 0.5x | Aa |
| | Scorecard-Indicated Outcome | Aaa |
| | Assigned Rating | Aaa |

^[1] Economy measures are based on data from the most recent year available.

Endnotes

1 The institutional framework score assesses a municipality's legal ability to match revenues with expenditures based on its constitutionally and legislatively conferred powers and responsibilities. See <u>US Local Government General Obligation Debt (July 2020)</u> methodology report for more details.

^[2] Notching Factors are specifically defined in the US Local Government General Obligation Debt methodology.

^[3] Standardized adjustments are outlined in the GO Methodology Scorecard Inputs publication.

Sources: US Census Bureau, Lexington's financial statements and Moody's Investors Service

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